

CALIFORNIA CHILDREN AND FAMILIES COMMISSION PROJECT PROPOSAL

AGENDA ITEM #: 11

DATE OF MEETING: July 15, 2004

ACTION: X
DISCUSSION: X

PROJECT TITLE:

First 5 San Mateo County Commission initial funding for a Preschool for All (PFA) Demonstration Project

A. SUMMARY OF REQUEST:

First 5 San Mateo is a recognized leader in the development of PFA in California and was the first County Commission to adopt PFA as a goal. First 5 San Mateo has completed a three-year planning process and has identified and secured funding and partners to match funds for the early implementation of a PFA Demonstration Project. This request for funding is to “jump start” the implementation process.

The First 5 San Mateo County Commission request for initial funding of a PFA Demonstration Project reflects their commitment to support high quality standards for preschool programs for all children within two targeted school districts. First 5 San Mateo will implement PFA in two school districts that are most likely to show dramatic gains from quality preschool programs, Ravenswood School District and Redwood City School District. Ten of the eleven county schools with Academic Performance Index (API) scores of 1-5 in the county are located in the proposed two districts, and a majority of the students in both districts are English language learners. The goal of First 5 San Mateo is to raise the 46% and 48% of four year olds receiving preschool services to 70% in both school districts and to develop the additional resources needed to implement PFA countywide within seven years.

The First 5 San Mateo County Commission proposal for initial funding of a PFA Demonstration Project seeks approval for First 5 CCFC funding in the amount of \$3 million over three years, which represents approximately half of their \$6.2 M request for this time period. First 5 San Mateo County will research a variety of funding sources to achieve their targeted goal of reaching 70% preschool participation, including additional funding from First 5 CCFC. Additional funding for the First 5 San Mateo PFA Demonstration Project will be considered after the First 5 CCFC approves the PFA Demonstration Project criteria and selection process, and the First 5 PFA Demonstration Project applications (Los Angeles and other counties currently beginning the PFA planning process) are reviewed and selected. Future funding increases for First 5 San Mateo will depend on the number of new and enhanced

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preschool spaces in the mix of PFA Demonstration Projects statewide.

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B. BACKGROUND/HISTORY:

The First 5 PFA Initiative was approved at the July 2003 First 5 CCFC meeting. The First 5 CCFC allocated \$100M over seven years to fund PFA Demonstration Projects. Staff worked in partnership with County Commissions, the First 5 Association, and PFA partners in developing quality criteria to be used in planning for PFA Demonstration Projects.

In March, First 5 CCFC began the development process by approving 12 PFA Planning Projects that met 'threshold criteria' for participation, including policy and fiscal commitments from the First 5 County Commission and partners; agreement to the PFA quality criteria; focus on underserved/high priority school-communities and workforce development; plus development of preschool plans for approximately 1000 four-year-olds at a "system level" (i.e., within school district(s), city, county).

This proposal is for initial funding for the First 5 San Mateo PFA Demonstration Project to provide tangible PFA sites while discussions continue about the PFA Demonstration Project criteria, evaluation design, and review/selection process, which will be presented to the First 5 CCFC for review and approval.

C. PROPOSAL:

First 5 San Mateo goals are to further implement the vision of the First 5 CCFC so "California's children will be healthier and better prepared to reach their greatest potential in school and life" and to serve as an exemplary PFA model. The First 5 San Mateo PFA sites will help in identifying and resolving many of the financial, legal, and programmatic challenges to integrating new, dedicated funding streams in the existing mix of public and private finding, while measuring the impact of the quality standards on children's development when achieved in a variety of preschool settings. Initial funding for First 5 San Mateo's PFA Demonstration Project will follow the foundation established by the First 5 School Readiness Initiative, the 'school readiness' recommendations of California's Master Plan for Education (2002), and AB 56.

Population to be served:

The First 5 San Mateo County PFA Demonstration Project will be administered through the San Mateo County Office of Education. First 5 San Mateo plans to

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implement high quality preschools, beginning with high priority schools and districts. Redwood City School District and Ravenswood School District are the initial target communities for demonstrating the impact of PFA on children's readiness for school. These communities were selected because they have:

- Diverse populations representative of California,
- A mix of schools, including a majority of the schools with Academic Performance Index (API) scores 1-5 in the county,
- 10 of the 11 schools participating in the First 5 San Mateo School Readiness Initiative,
- Large numbers of children representing more than 10% of the preschool population in the county,
- Available facilities to contribute to PFA, and
- School district personnel and other leaders who have demonstrated their commitment to the PFA planning process and are willing to contribute the time and resources necessary to be early implementers of PFA.

Redwood City School District is a K-8 school district with a student population that is 60.9% Hispanic, 29.3% Caucasian, 2.4% African American, 2.4% Asian, 2.4% Pacific Islander, .9% Filipino, .6% American Indian, and 1.2% Biracial (total may not add up to 100 percent due to rounding off). API scores range from 1-10, but 41% have API scores in the 1-3 range. 51% of the students in the district qualify as English language learners, and 1057 children have been identified as needing Special Education services (12% of total school enrollment).

Ravenswood School District is a K-8 school district with a student population that is 70% Hispanic, 18% African American, 8% Pacific Islander, and less than 1% of each of the following: Asian, Caucasian, Filipino, American Indian, Alaskan Native, and multiple or no response (total may not add up to 100 % due rounding off). API scores range from 1-5, but 75% of the schools in the district have API scores in the 1-3 range. 67% of the students in the district qualify as English language learners, and 443 children have been identified as needing Special Education services (9% of total school enrollment).

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Scope of work:

The scope of work is as follows:

Year One -In the first year, a total of \$1.4 million in new local funds, \$1 million in First 5 CCFC funds, and \$4.6 million in facilities and other local match will make possible:

- (1) opening at least five new PFA classrooms serving 180 new children, half of them in Redwood City and half of them in Ravenswood;
- (2) raising the quality of services to PFA level (immediately in some locations, incrementally in others) for 412 children, including 216 children in State Preschool and 80 children in Head Start in Redwood City and 116 children in Head Start in Ravenswood;
- (3) hiring a director, technical assistance coordinator, and secretary for the San Mateo County Office of Education, to administer PFA in San Mateo County;
- (4) providing consulting services to the lead agency to develop a business plan, to conduct an evaluation, and to coordinate PFA with the School Readiness Master Plan;
- (5) providing priority for Compensation and Retention Encourage Stability (CARES) stipends to teachers at PFA sites;
- (6) providing priority for San Mateo SmartKids funding for facilities improvements to PFA sites;
- (7) financing tuition and books for teachers in PFA sites;
- (8) supporting outreach and training activities to PFA sites annually; and
- (9) renovating the Canada College Child Development Center, currently being used for adult education, to provide preschool spaces for between 40 and 80 children daily through morning, and afternoon sessions.

The scope of work and budgets for Years Two and Three will be contingent on the actual costs of the first year of PFA implementation and meeting PFA criteria, quality standards, evaluation requirements, and the number of children served. 100% of First 5 CCFC funds will be used for PFA classroom costs (new and upgraded existing).

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Quality Criteria:

First 5 San Mateo County Preschool for All has adopted quality standards that meet or exceed the First 5 CCFC quality criteria for PFA and has made a commitment to workforce development. The First 5 San Mateo PFA Programs will have quality standards set for Centers and large Family Child Care Homes (FCCH) for: Health and Safety; Physical Environment and Materials; Curriculum; Staff/Child and Child/Child Interactions; Staffing and Qualifications; Group Size; Family Involvement; Cultural Competence; Administration and Quality Review. These quality standards were developed through the Local Child Care Planning Council "Quality Committee" and the First 5 San Mateo PFA Steering Committee. The "Quality Committee" was comprised of a number of early care and education professionals representative of a range of program types and agencies.

1. Teacher Qualifications and Staffing Ratios

There is a commitment to have a Bachelor of Arts (BA)/Bachelor of Science (BS) teacher with Master Teacher Permit (Child Development Permit Matrix) in all First 5 San Mateo PFA Programs. Some PFA programs will be able, with the help of the new PFA funds, to reach these goals the first year. Other programs will be supported in reaching these standards over a three-year period and some may require until 2010 to fully comply with the requirements that every class be staffed by at least one teacher with a Bachelor's degree. For initial implementation, teachers must hold an Associate of Arts (AA) or Associate of Science (AS) degree, including 24 units in Early Childhood Education (ECE), and hold or qualify for a teacher permit (Child Development Permit Matrix) at a minimum. The program has a plan that establishes compensation parity with the local K- 12 system. Some teachers in potential San Mateo PFA Programs may already qualify for salaries comparable to the average kindergarten teacher salary.

The programs will meet the Title 5 8:1 staff child ratio or the 17:2 ratio indicated in the Head Start Performance Standards.

2. Free, Voluntary Preschool

PFA funding will be available for at least 3 hours daily for 175 days or 2.14 hours daily for 245 days (or equivalent), and those hours of service will be free to the parent.

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3. Phase-In of Public and Private Preschool Providers

During Year One, eligibility to enter San Mateo's PFA system is limited to programs that have already demonstrated their ability to meet higher standards, and include, Head Start, public, nonprofit and for profit subcontractors meeting Title 5 State Preschool or General Child Care standards, Title 22 centers accredited by National Association for the Education of Young Children (NAEYC), and large family child care homes accredited by the National Association of Family Child Care (NAFCC).

Each applicant will need to commit to improve quality to meet the more rigorous PFA Standards. Applicants will also submit a financially feasible plan for achieving comprehensive PFA standards within seven years. PFA sites need to meet standards for new spaces to receive funds in Year One, and to meet standards within three years for upgraded spaces. In Year Two, qualifying applications will be selected with the goal of demonstrating the impact of PFA funding on preschool quality and availability when integrated with diverse funding streams. In Year Three, priority will be given to applicants who will use PFA funding to add new preschool supply in the target communities.

4. Serving Children with Disabilities and Other Special Needs

First 5 San Mateo PFA will conduct ongoing, developmental, observation-based child outcomes assessment, work with the lead agency and its partners to make inclusion, prevention, and early intervention a central focus of PFA, and include developmental screenings to ensure that special needs are identified and that all children receive appropriate services. To facilitate these important goals, the San Mateo County Office of Education's Early Childhood Education Program will provide training and support to teachers at PFA sites. The ECE Program staff already have experience in supporting preschool sites that are inclusive of children with special needs along with their typically developing peers, and in providing "blended classes" in private preschool and Head Start settings that are taught by a special education teacher along with a teacher of typically developing children. In addition, First 5 San Mateo PFA will further develop outreach strategies, parent education, child-find efforts, and other service improvements by strengthening their working relationships with the SELPA, Parent Training and Information Centers/Family Resource Centers, and other agencies. By design, all PFA Demonstration Projects will use resources and promising practices developed and/or disseminated through the First 5 Special Needs Project.

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5. Funding Strategies

First 5 San Mateo has pledged \$1.3 M annually for ten years for implementation of PFA. Researchers have indicated that at least \$ 33 M annually would be required to provide access to a quality preschool for all four-year-olds in San Mateo County. The lead agency, the San Mateo County Office of Education (SMCOE), will hire a fiscal consultant to examine the options for raising sufficient funds to accomplish this goal and to assist the SMCOE and First 5 San Mateo in making the case to support the necessary measures. Options include, but are not limited to, Title I, a parcel tax, a property tax dedicated to preschool, school bond issues, and community college bond issues. As part of the business plan, the SMCOE, in conjunction with its partners and the results of the San Mateo Preschool Supply and Demand Analysis, will also estimate the number of new teacher and facilities necessary to make PFA available countywide.

6. Evaluation

The First 5 San Mateo PFA Demonstration Project evaluation will tie in with the statewide evaluation and will be based on the proposed evaluation questions. Data will be disaggregated by age, ethnicity, language, and specific disabilities and other special needs. The proposed evaluation questions are:

PFA OUTCOMES

1. Are children who participate in First 5 PFA programs better prepared to be successful in school? * *also SR, SN*
2. Are we closing the 'achievement gap' experienced by the diverse populations of California's youngest children, including those with disabilities and other special needs and English language learners? * *also SR, SN*
3. Are more children receiving screening and assessments, provided appropriate services, and effectively included in First 5 PFA programs? * *also SN*
4. Are outreach and other efforts effectively including children already identified with disabilities and other special needs in First 5 PFA Programs? * *also SN*
5. Do more teachers have the expertise to include and effectively support children with disabilities and other special needs, and children who are English language learners? * *also SN*

PFA PROCESS

1. Are quality criteria effectively implemented in PFA programs?
2. Which PFA strategies and services most effectively promote positive outcomes

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- for children, particularly children from diverse cultural and linguistic backgrounds and children with disabilities and other special needs?
3. Are parents included in and satisfied with the PFA programs?

*SR= School Readiness Initiative

*SN= Special Needs Project

First 5 CCFC will collaborate with First 5 San Mateo, the San Mateo County Office of Education (SMCOE), and the PFA Planning Counties to design an evaluation process for PFA that is integrated with the First 5 statewide evaluation system and can also address local program improvement and advocacy questions. For now, the SMCOE will hire an independent evaluator. PFA Preschools will participate in statewide evaluation processes, link with the Proposition 10 Evaluation System (PEDS) for data collection, and demonstrate benefits to young children that are measurable across the 5 domains (NEGP) of children's learning and development through the early elementary grades.

D. INTERFACE/IMPACT ON OTHER PROGRAMS

One of the many goals for the initial funding of the First 5 San Mateo PFA Demonstration Project is to collaborate with many private and public partners, and other First 5 CCFC Initiatives, including School Readiness, Compensation and Retention Incentives, Health Access for All, and the Special Needs Project.

E. TIME FRAME

Upon approval, the new and upgraded programs will open in Ravenswood Head Start and Redwood City in October 2004. Fiscal and evaluation processes may begin as early as October with the hiring of the consultants.

F. COSTS

The cost of providing new preschool programs and upgrading existing preschool child care and development services to PFA standards will vary based on the type of setting and the current expenditure for the program. The basic methodology for estimating costs is outlined in the *First 5 California Preschool for All Toolkit*. First 5 San Mateo will require all applicants to submit budgets detailing their specific need for PFA

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funding up to the maximum amount per child to meet PFA design standards. The major cost for upgrading to PFA quality criteria is the cost of paying qualified teachers on parity with the average Kindergarten teacher salary. Teacher salaries comprise the major portion of the costs for quality preschool programs. Teacher qualifications drive the quality of the preschool program and the outcomes for children. However, not all teachers will initially meet the qualification standards. Therefore, at least for the first year, the average cost of PFA Programs will probably be below the maximum allowable amount recommended by the First 5 San Mateo PFA Design Group.

Upon approval from the First 5CCFC, funding would be allocated in the amount of \$1M for FY 2004/05, \$1M for FY05/06, and \$1M for FY06/07 (\$3 million over 3 years). Additional funding for subsequent years will be considered, depending on the number and size of First 5 PFA Demonstration Projects selected statewide.

FY 04/05

First 5 CCFC (Cash)	First 5 San Mateo (Cash)	Local Partner Contribution
\$1,000,000	\$1,300,000 (plus \$100,000 in partner funding)	\$3,728,000

FY 05/06

First 5 CCFC (Cash)	First 5 San Mateo (Cash)	Local Partner Contribution
\$1,000,000	\$1,300,000	\$3,728,000

FY 06/07

First 5 CCFC (Cash)	First 5 San Mateo (Cash)	Local Partner Contribution
\$1,000,000	\$1,300,000	\$7,428,000